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MEMORANDUM FOR: EXECUTIVE
INFO: COAPS

FROM: Assistant Director, OCD

SUBJECT: Management recommendations re Liaison Division,
dated 8 September 1949

1. Management's paper concerning the Liaison Division is a good one. Most of its recommendations are concise, and the majority have already been acted upon. (Some, indeed, are redundant; as they originated in the Liaison Division itself and had been put in effect before Management made its survey.)

2. REQUIREMENTS offer the one broad problem which the report attempts to deal with. It's a damnably knotty problem, and one with many facets - one which, probably, has given rise to more memorandum-writing than any other which confronts us.

I cannot believe that Management's recommendations for an inter-office and interdepartmental panel would provide a good solution. It would (a) take the time of many highly paid people, (b) impose a further delay before action could be taken on pending requirements, and (c) require much formalized paper work. A separate memorandum on this subject is needed from OCD, which is middleman in all the requirements disputes, and one is being written.

My failure to agree with Management on this score does not blind me to the fact that we do have a real problem to deal with; and that Management's approach to it is a plausible one.

3. SPECIFIC RECOMMENDATIONS made by Management, together with OCD comment, are as follows, (paragraphing as in the Management memorandum):

1.a.(3),
(2nd b) Liaison Officers need more help from COAPS in dealing with the agencies.

Concur. Such help is now being received, largely because of the metamorphosis of ICAPS into COAPS. OCD considers that the earlier ineffectiveness of ICAPS was largely caused by the injunction, then in force, that ICAPS should not meddle in internal CIA affairs. Now that COAPS is specifically charged with internal as well as external coordination a very notable improvement has

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taken place. It is my hope that each member of COAPS will deal directly, frequently, and informally with the Liaison Officers assigned from CIA to his parent agency. This is now taking place (for the first time) to a small degree, and it needs to be increased. The initiative must come from the individual members of COAPS, as the Liaison Officers are properly conscious of their juniority. It is desirable that COAPS keep itself fully advised on the day-to-day problems of the Liaison Officers, and that the latter be cognizant of high-policy problems being negotiated by COAPS and affecting the agencies to which they are assigned. Frequent and informal conversations - not exchanges of memoranda - are needed.

- 2.a.(1)(a): Liaison Division should be supplied with full information on ORE production plans and programs.
Concur. Some data of this sort filter in from ORE and OSI. It is desirable that more of it do so.
- 2.a.(1)(b): Liaison Division should be supplied with ORE analyses of gaps in coverage.
Concur. Most such analyses result from Liaison's inability to supply requested data, and Liaison therefore generally knows about the gaps. The Executive has now enjoined ORE to provide copies of all correspondence on collection matters to OCD, and it may be that this will cure certain difficulties of long standing.
- 2.a.(2): See paragraph 2 re REQUIREMENTS above.
- 2.a.(3) Ad hoc requirements for translations should be removed from the formal RD process.
Concur in part. Requirements of this nature originating within CIA have been removed from the formal RD process, as recommended. Requirements of this nature originating in the other agencies cannot be so removed until we have ensured closer coordination between Liaison Division and FDD. Possibly it will not prove feasible to remove them even then, but it is certainly worth a try.
- 2.a.(4) Decentralize liaison control records.
Dissent. Central control and record-keeping are essential. The job must be done in uniform fashion, and there must be one desk, not half a dozen, to which we may apply for information as to the liaison activities of John Doe (analyst).
- 2.a.(4)
(2nd half) Eliminate machine tabulating records on liaison contacts.
Done last spring. I myself initially suggested that we try to handle this job by machine. We did try it out, found it unsatisfactory, and abandoned it last March - all without benefit of written

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directions or instructions. I am at a loss to understand why Management should think it necessary to write about it now.

2.a.(5)

Design and adopt a simple telephone request form for use by all desks on liaison RDs.

No dissent. It doesn't seem very important. Sometimes pencil notes have to be jotted down during a telephone conversation concerning an RD, and if the particular RD folder is within reach they are jotted down directly in the folder where they belong. If the folder is not within reach then they are jotted down on a scrap of paper and later added to the folder's chronology of action. If Management feels we should have a special pad to do this on I see no reason why anyone should object. Very likely the special pad will sometimes not be within reach when the telephone rings, and the jottings will be made in the time-honored fashion on the handiest scrap of paper. Does it matter?

2.a.(6)

All desks utilize document receipt, Form No. 38-16A, for transmittal of CD materials to agency requesters.

Query: Who are "agency requesters"? Requesters in this agency, or requesters in other agencies?

In any case, Document Receipt Form No. 38-16A is and long has been used for those transmittals which require a signed receipt, and these include nearly all transmittals to agencies outside of CIA. Discretion is used on transmittals within CIA, and particularly within the confines of M & Q buildings: the form is used when necessary, and when it is not necessary it is not used.

2.a.(7)

Eliminate loan records on desks by channeling all loan materials to Library for library loan control.

Dissent. One measure of a Liaison Officer's effectiveness is his ability to build up sufficient confidence, in the agency to which he is accredited, so that people will lend him hard-to-find documents which cannot be gotten through formal and routine channels. This is often done on a strictly personal and even sub rosa basis. Everything depends on the Liaison Officer's ability to keep a close eye on that document all the time it is in CIA, and to be very sure that he gets it back to the lender when it is due. We attempt to get all such documents indexed by the Library for the Intellofax files, so that we will know where to go for them if they are needed again. But we cannot afford to throw such documents into the hopper to be loaned out and returned to the Library in routine fashion: the Liaison Officer must ensure that each such document goes directly to the analyst who has asked for it, that the analyst is needed to return it in good time, and that it is handed back to the lender in another agency intact. The Liaison Officer must have full freedom to decide how each such document is to be handled, as he is personally responsible to the individual who loaned it to him. If he fails to get it back

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in time then his own efficiency as a Liaison Officer is seriously undermined - as people will no longer risk their own necks by lending him hard-to-get items.

2.a.(8)

Refer all currently used unnumbered ditto forms to Management Office for assignment of form numbers.

Intent of this proposal, and of the recent and lengthy Administrative Instruction, is of course to avoid undue proliferation of forms; and with this intent I concur. Moreover, I freely confess that this particular recommendation made me become aware that Liaison was using more forms than necessary. In consequence, a survey has been made by [REDACTED] 13 forms have been thrown out; and 18 have been submitted to headquarters for the seal of official approval.

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I dissent from the recent Administrative Instruction and from the notion that assignment of form numbers by Management is a desirable end in itself.

The Instruction is so far-reaching that it will be quite impossible to comply with all its details in practice. OCD will comply with the Instruction to the best of its ability, but it will act on the assumption that operational needs take precedence over red-tape. Our sins, if any, will be inadvertent; and no doubt they will be called to our attention in order that we may remedy them.

Management's form control program has not worked too well in the past. It takes much time and consultation to get an official seal of approval. If this situation is not improved we will be obliged, from time to time, to act without waiting for the official blessing.

2.a.(9)

Simplify statistical record-keeping on all desks by use of simplified form.

Concur. Mrs. [REDACTED] have been working to simplify the record-keeping for over a year. Both, I believe, are satisfied with current status, but will continue to suggest further improvements whenever they see a chance to do so.

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2.a.(10)

Eliminate recording and reporting of RD-CD failures.

Concur with reservations. I concur, because it seems that I am alone in feeling there is an advantage in compiling these records on a routine basis. Liaison Division believes it could compile such reports from its routine data if ever needed, and it correctly points out to me that neither I nor anyone else has made much use of the reports heretofore compiled. Reluctantly, therefore, I have concurred, and the recommendation has been acted upon.

2.a.(11)

All desks channel reproduction action to IDD of Library

Concur, in principle. This is now being done in general, though exceptional needs sometimes have to get exceptional handling. We have one advantage over any other agency in town - that we can get fast action by faxograph or ditto or multigraph when it is needed, without wasting time on forms, procedures, and requisitions. We cannot afford to throw this advantage away.

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- 2.a.(12) All desks re-examine dissemination of non-CIA materials which require reproduction in order to keep reproduction activity to a minimum. Etc...
- Concur. Being done on a current basis, and establishment of microfilm reading room should be a big help in keeping reproduction down to the irreducible minimum. No directive needed, and none issued.
- 2.a.(13) All desks indicate desirability of Library accessioning those documents obtained through procurement channels.
- Concur with intent. Intelligence documents obtained on direct request may be assumed to be worth indexing, and they are being indexed. This is S.O.P., requiring no selective action by Liaison desks.
- 2.b.(1) Chief's clerk cease logging incoming RD's, outgoing CD's and requests referred to Map Branch or OCD Divisions for action.
- Dissent. Liaison Chief, and/or Assistant, and/or clerk, must answer a hundred telephone calls a day regarding action taken or being taken on specific RD's and CD's. They are on the spot. Requesters generally assume that any delay in getting action on their requests must be due to Liaison, and it is essential that Liaison be able to show when RD's actually came in, and when corresponding CD's went out.
- 2.b.(2) Eliminate referral of formal document requests to Library and assignment of RD number in Library.
- Dissent. The records must be kept for the reasons stated above.
- 2.b.(3) Discontinue filing copy of RD in branch control.
- Dissent. Originals are put in folders, which in addition receive all papers bearing on the requests and handwritten notes as to each action taken. These folders receive much handling, often going from one desk to another, and often being hand-carried by Liaison Officers to requesters in CIA and outside. During the period while action is underway, a period which may last for several weeks or even longer, Liaison cannot count on finding the folder at a moment's notice. Hence the copies of the RD's must be filed numerically in one place so that incoming phone calls about Army's 123456, or State's 654321, may rapidly be identified whether or not the folder is immediately accessible.
- Cost of this small operation is all but negligible in space and manhours. Nothing would be saved, and much efficiency would be lost, if it were discontinued.

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- 2.b.(4) Simplify cross-indexing by use of interlined carbon flimsy etc....
Concur, if it proves feasible. Being looked into.
- 2.b.(5) Eliminate compilation of subject and country frequency record. Instead, compile etc....
Concur. This was done last July, except that it is sometimes necessary to show more than one geographic or more than one subject per RD. Well-thought-out RD's seldom cover more than one area and one subject. Some guide-type RD's, however, cover multiple subjects in a given area and they must be dealt with accordingly.
- 2.c.(1) Change format of Joint Press Reading Service publication....
No comment. OCD favors the change to a tape-producing typewriter, but State Department seems reluctant and COAPS is opposed.
- 2.c.(2) State desk eliminate cross-reference file....
Dissent. State Desk's very small cross-reference file (a) takes about 5 minutes a day to maintain, (b) in no way duplicates or overlaps the subject and area cross-reference file in the Chief's office, and (c) serves an essential end. State handles much liaison business for other units of CIA which is unconnected with RD's and CD's, and is to a considerable degree administrative. Its small file serves to keep close watch on negotiations underway, and to prevent them from crossing each other up.
- 2.c.(3) CIA Desk eliminate cross index to RD's and control numbers.
Dissent. Miss [REDACTED] who enters the two sets of numbers in the notebook on her desk, tells me that she spends less than 10 minutes a day on it. She and all others working on the CIA desk, assert that these two small notebooks save them much time and are referred to frequently.
(NB: This is one of those cases, of which doubtless there are many, in which a small amount of duplication pays dividends. Management no doubt considers that if there is a Master Cross Index in the Chief's Office, then all should use it and no one should be permitted to do any cross-indexing of his own. This proposition seems sweetly reasonable - on paper. But consider:
The Master Index contains so vast an amount of material, including information copies of field collection actions taken by Army and Air Force on their own behalf, that it is harder to use than a short list. Also, because of the volume of material and the shortage of personnel, the Master Index is often not wholly up-to-date.
Next - if the CIA Desk clerk is to use the Master Index, she must hang up on her telephone call, cross the corridor to the Master Index, get her information, then go back to her desk and return the telephone call. At present she has on her desk the information which she needs.

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Clearly, in this case, the expenditure of a few minutes time each day - even though duplicative - very much more than pays for itself. The operation is similar to that used on every desk in this Agency where a small list is kept at hand for the telephone numbers most often called. It might be argued that this is duplication, since the Agency provides everyone with a complete telephone directory; but every sensible secretary and most officers and analysts know, and act on the knowledge, that they save time for all concerned by keeping a small desk list of the numbers they most often use.

It would be well for all to distinguish between "duplication" and "wasteful duplication". (Apologies to COAPS, which made this point very clear in a recent paper.)

2.d.

Table of Organization: "With implementation of the above recommendations, it is felt that the present table of organization is adequate.... Agreement reached by all concerned."

There is an implication in this statement that the recommendations add up to increased efficiency and a smaller work-burden. This implication needs to be looked at.

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There are only two recommendations which would really cut the work burden. If the [redacted] summaries were handled by tape-cutting typewriters, then the Agency would save itself typing time; but the benefit would not accrue to Liaison Division, inasmuch as the typing is now being done by Personnel's typing pool. Second; if the Chief of the Liaison Division ceased maintaining logs and records of incoming and outgoing material, and the necessary cross-indexes, his control clerk would be in clover but, as pointed out heretofore, central control of the Liaison operation would be lost. Resulting confusion would cost more than the saving.

The recommendation for a Requirement Panel would, if acted upon, (and I hope it won't be), add to the workload of all hands.

The many small recommendations will have little or no effect on the workload.

OCD's view on the T/O is that it represents the bare minimum with which current workload can be handled. It is just barely sufficient when all hands are on deck, and it does not allow for the inroads of sick leaves, annual leaves, and frequent peaks in the workload. These inroads are now compensated by overtime.

Though I recognize that overall budget considerations may require Liaison to work under these conditions, I feel that there is a real question as to whether economy is really served by our sailing so close to the wind. The pressure creates personnel turnovers, and these in turn require experienced hands to spend much time indoctrinating newcomers.

I do not now ask for any increase in the T/O, but I believe allocation of a GS-3 or GS-4 to the Chief's office, to help the control clerk keep current with her work, would considerably relieve the overall Liaison situation. I shall be obliged to

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ask for an increase in the T/O if any additional chores are assigned to Liaison.

4. Paragraph 4, (there is no paragraph 3), lists 23 recommendations which are to be acted upon by Management in consultation with other offices. Not all of these require OCD comment at the present time.

1. "Develop criteria and procedures for ORE or OSI evaluation of information furnished by OCD registers in reply to IAC collection directives."

This doesn't seem very realistic. If Army asks for something which Biographic Register can produce, then Army should evaluate the material received - as to whether or not it meets its needs. If the request itself calls for evaluated information, as distinguished from a summary of available factual material, then the request is answered by ORE or OSI with the help of such data as the registers are able to provide.

"Criteria" will differ according to the nature of the request, and there is no need to waste time drawing up formal "procedures" when a problem is already being solved without procedural difficulties.

- m,n,o. These three proposals concerning the Library all seem reasonable. It may be noted in passing that if we have had to reassign a messenger in order to act on one of these recommendations then, by simple laws of arithmetic, we are probably short a messenger in some other area.

- p. By all means let us refrain from taking over any files - whether for IR or any other OCD outfit - without first ascertaining if we have strength and space to handle them.

If particular files transcend our capacity, then there must be a decision made outside of OCD as to whether or not the Agency's need for them is greater or less than its ability to pay for added personnel.

- s. A file of NSCID's (except 5 and 9) is now in the office of the Chief of the Liaison Division. I agree that this is highly desirable.


JAMES M. ANDREWS

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